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ABSTRACT

A study was conducted in Illinois to determine how effectively the vocational education system was meeting its responsibilities to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in the state, under the terms of the Carl D. Perkins Vocational Education Act of 1984. Responses were received from staff of Job Training Partnership Act service delivery areas, vocational education secondary regional delivery systems, community colleges, and state agency personnel. Respondents indicated that the state has various programs in place that provide strategies for identifying new skills for which there is demand in the state. It also has a system of effective planning and coordination between educational institutions and other providers in local areas. Many programs are available, instruction is often of good quality, and the private sector is involved as it suits its needs. Recommendations were made to define roles and expectations, provide incentives for expansion, promote programs for adult workers, meet both labor and management needs, coordinate programs, and continue exemplary programs. (KC)

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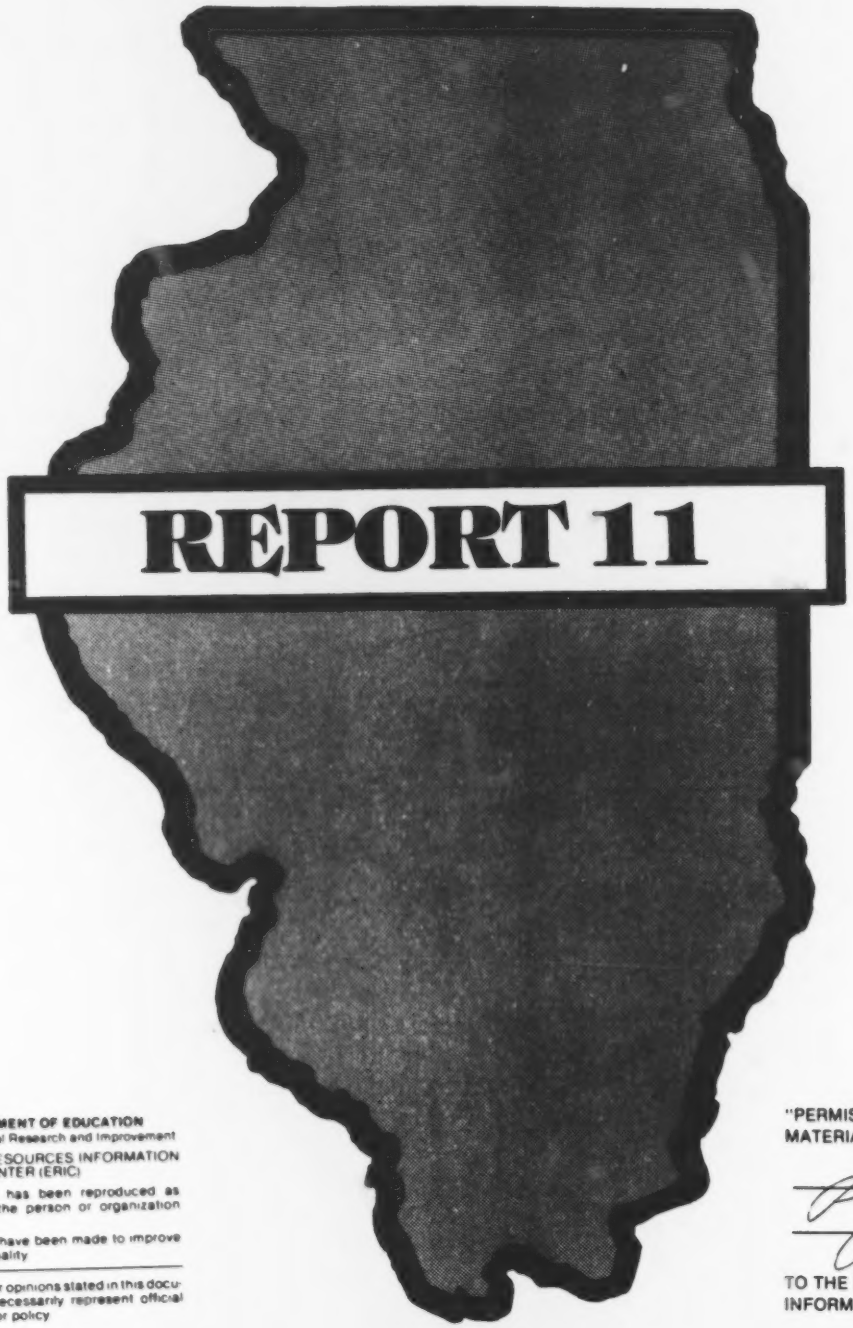

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ILLINOIS COUNCIL ON VOCATIONAL EDUCATION
1987-1988

This report is one in a series of 25 technical reports prepared to fulfill mandates of the Carl D. Perkins Vocational Education Act, 1984.

CE 054 668

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1987-1988

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Report 2 DIALOGUE WITH EDUCATIONAL LEADERS: IMPLICATIONS FOR POLICY

Report 3 ADVICE TO THE PRIVATE SECTOR

Report 4 DISTRIBUTION OF VOCATIONAL EDUCATION FUNDS

Report 5 ACCESS OF TARGETED POPULATIONS TO QUALITY VOCATIONAL EDUCATION

Report 6 EVALUATING VOCATIONAL EDUCATION PROGRAMS IN ILLINOIS

Report 7 PRIVATE-SECTOR INVOLVEMENT IN VOCATIONAL EDUCATION

Report 8 IMPROVING VOCATIONAL EDUCATION QUALITY

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Report 10 REDUCING THE LIMITING EFFECTS OF SEX-ROLE STEREOTYPING

Report 11 PREPARING AND MAINTAINING WORKERS

Report 12 SERVING ECONOMICALLY DEPRESSED AREAS

Report 13 SUPPORT SERVICES FOR STUDENTS

Report 14 CONSUMER AND HOMEMAKING EDUCATION

Report 15 JTPA 8% FUNDS

Report 16 ADEQUACY AND EFFECTIVENESS OF JTPA

Report 17 PERCEPTIONS WHICH AFFECT COORDINATION BETWEEN JTPA AND VOCATIONAL EDUCATION

Report 18 TECHNICAL COMMITTEES AND ILLINOIS CURRICULUM

Report 19 EDUCATION FOR EMPLOYMENT: WHAT'S WORKING? WHAT'S NOT? (Public Hearings Report)

Report 20 PROGRESS TOWARD IMPLEMENTATION OF THE EDUCATION FOR EMPLOYMENT POLICY (A Survey Report)

Report 21 REGIONAL DELIVERY SYSTEMS: OPINIONS EXPRESSED BY BOARD MEMBERS AND ADMINISTRATORS (A Survey Report)

Report 22 EFFECTS OF THE ICoVE 1986-87 STUDY OF THE COORDINATION OF JTPA AND VOCATIONAL EDUCATION

Report 23 PERCEPTIONS RE: ADEQUACY AND EFFECTIVENESS OF THE JTPA and V.E. PERKINS ACT PROGRAMS IN ILLINOIS

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TO: Governor James R. Thompson
Lauro Cavazos, Secretary of Education
Elizabeth Dole, Secretary of Labor
Illinois State Board of Education
Illinois Job Training Coordinating Council

The thrust of the Illinois Council on Vocational Education's Report number 11, "Preparing and Maintaining Workers," deals with the effectiveness of Illinois' delivery system in meeting the needs of our workforce. While new programs have been introduced and a streamlining effort made through coordination of programs, the reality of the matter is the vocational education community in Illinois has responded only fairly well. Hardly a report card indicative of Illinois' typical response to challenges.

This report finds reason to be encouraged with the implementation of the Regional Delivery System beginning in fiscal year 1989. It commends the quick response of Illinois' public sector in making programs and services available. It concludes, regrettably, that no plan specific for maintaining a competent workforce exists at the state level.

Recommendations to the Illinois State Board of Education, Illinois Community College Board, secondary Regional Delivery Systems and Community College Districts are offered. The Illinois Council on Vocational Education presents them not as criticisms but as constructive measures and recommends they be brought to the attention of each agency.

Sincerely,

Gerald M. Sullivan

Gerald M. Sullivan

REPORT 11

PREPARING AND MAINTAINING WORKERS

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1987-1988

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ACRONYMS & TERMS USED

AVC = Area vocational center
CHEP = Consumer and Homemaking Education Program
EFE = Education for Employment
ICCB = Illinois Community College Board
ICoVE/State Council = Illinois Council on Vocational Education
IOICC = Illinois Occupational Information Coordinating Committee
ISBE/State Board = Illinois State Board of Education
JTPA = Job Training Partnership Act
LMI = Labor market information
Perkins Act = The Carl D. Perkins Vocational Education Act, PL 98–524, federal legislation for vocational education
RDS = Regional Delivery System
SDA = Service Delivery Area
Title IIA Funds = Funds available from the Perkins Act to provide vocational education services for targeted populations
Title IIB Funds = Funds available from the Perkins Act to provide program improvement activities for vocational education programs and services

PREFACE

One mandate given to the Illinois Council on Vocational Education is to "evaluate the vocational education delivery system in terms of its adequacy and effectiveness in meeting the purposes of the Carl D. Perkins Vocational Education Act of 1984." The purpose (as stated in the Act) being addressed by this report is to

> ***provide vocational education services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in . . .[the State] or employment market [Section 2(5)]***

The report concentrates on the adequacy of the delivery system in Illinois to serve workers and the effectiveness of programs and services in meeting worker needs. State-funded initiatives are included.

The Illinois Council is required to "advise the Governor, the State Board, the State job training coordinating council, the Secretary [of Education], and the Secretary of Labor of these findings and recommendations."

Other reports in the ICoVE series of Technical Reports which address preparing and maintaining worker competencies related to the need for new skills and employment opportunities are the following:

> Report 5: Access of Targeted Populations to Quality Vocational Education (describes programs and services for unemployed, underemployed, older workers, disadvantaged and adult populations)
>
> Report 12: Serving Economically Depressed Areas (includes special programs for training, retraining, and upgrading workers, particularly displaced homemakers and single parents to enter and re-enter the labor market)
>
> Report 16: Adequacy and Effectiveness of JTPA (describes participation of adults receiving training in job training programs)

Information used in this report was obtained from the Illinois State Board of Education and the Illinois Community College Board. Analysis and presentation of the data are ICoVE's unless otherwise noted. In addition, ICoVE drew from its own studies, hearings, and evaluation efforts in preparing this report.

SUMMARY OF RECOMMENDATIONS AND SUGGESTED ACTIONS

The vocational education community in Illinois has responded fairly well to the need to train, retrain, and upgrade its workforce. A great deal remains to be done. New programs have been implemented and new skills introduced. Efforts to coordinate programs serving adults with other state and federal initiatives have been made. This report concludes with several recommendations and several suggested actions for fine-tuning and strengthening these programs. A summary of those recommendations follows:

- **DEFINE ROLES AND EXPECTATIONS.** Responsibility for providing programs and services to train, retrain and upgrade adult workers should be clearly defined.

- **PROVIDE INCENTIVES FOR EXPANSION.** The delivery systems with responsibility for serving adults should be provided with leadership and incentives to expand their involvement with programs for adult workers.

- **PROMOTE PROGRAMS FOR ADULT WORKERS.** Adult workers and their employers must be aware of opportunities through the educational system in order to benefit from the programs.

- **MEET BOTH LABOR AND MANAGEMENT NEEDS.** Employers are asked to identify the needs of their workers. Workers should be asked to identify their individual needs.

- **COORDINATE PROGRAMS.** Numerous programs and services are available to assist adult workers to keep up-to-date with skills needed in the labor force. Efficiency and effectiveness of these programs demand coordination among the providers.

- **CONTINUE EXEMPLARY PROGRAMS.** Illinois offers many exemplary programs to train, retrain, and update adult workers. These should be continued and, where appropriate, expanded.

INTRODUCTION

A NEW SECONDARY DELIVERY SYSTEM

Since the passage of the Illinois State Board of Education's Education for Employment Policy and Administrative Plan in 1984, vocational education and other components of the education for employment community have been gearing up for full implementation of a secondary regional delivery system. The "gearing up" process consisted of three phases.

Phase I was a planning period. Secondary school districts and area vocational centers organized locally to form 61 regions (3 are state agencies serving secondary clients). During this period, data concerning local/regional employment, student interests, programs, facilities, instructional resources and other facts were gathered. The member schools established advisory groups and designed a structure for system operations.

Beginning in FY 86 secondary regions were ready to design a process for articulation with community college districts. During the next three years, the regions, in cooperation with the community college districts, worked to determine needed programs and services in the region. The job training community, adult education, private sector, postsecondary technical institutions, and proprietary schools were also involved in the process.

Major accomplishments of Phase II included the updating of program content using the job task list verification process, validating labor market information for the region to be served by gathering input from the private sector, inventorying regional resources, identifying needed programs, and determining the education for employment needs of the region's citizens for program services. Preparation of a plan (April 1988) for the delivery of education for employment programs and services was completed by most.

Phase III, implementation, begins in FY 89. The secondary regional delivery systems and the community college districts will begin to serve regional instead of local needs. Some districts will not become operational until FY 90. When fully operational, Illinois' new delivery system should be able to better provide both youth and adults with the preparation and maintenance of competencies needed in a rapidly changing work place. The new system is designed to be characterized by having the capacity to share resources, share in planning and delivery, be responsive to the changing nature of the labor market and technology, make programs more accessible, and provide a systematic approach to staying updated.

Although not fully operational, the regional delivery system structure and the Education for Employment Policy which established it, are believed by most to have the capability of improving the adequacy and effectiveness of programs. Some problems experienced in developing the systems still must be worked out. The Illinois Council is confident this will occur.

Several characteristics of the new delivery system began to emerge in 1987-1988. These are contributing to the state's adequacy and effectiveness with which the delivery system "provides vocational education services to train, retrain, and update employed and unemployed workers in new skills" for which there is a demand. These characteristics are evident in ICoVE's evaluation and review which follow.

THE COMMUNITY COLLEGE SYSTEM

Illinois has a system of community colleges comprised of 39 community college districts. The districts are well-established for delivering education for employment in the geographic areas designated to each community college. As a part of the new EFE Policy and Administrative Plan, the community college districts and secondary regional delivery systems are required to develop articulation agreements.

During the past few years, the districts and regions have negotiated the agreements and have begun to implement the contents of those agreements. The community college delivery system is a mature system, as compared to the newly formed secondary system of delivery. Many community college districts have provided excellent leadership for the secondary systems in their geographic area.

In Illinois, community colleges have a long history of serving the adult population. Students attending community colleges have an average age over 30. Seventy percent of the community college students are part-time. They are already working.

A well-articulated, carefully coordinated partnership between the secondary RDS and community college district system is essential to the EFE policy. ICoVE finds that many local efforts are commendable and that together, the two systems have the capacity to adequately serve the needs of the Illinois worker.

RETRAINING NEEDS EMERGE

As Illinois approached the decade of the eighties, there was concern for unemployment, industry lay-offs and relocation, advances in technology and processes, and shifts in demographic characteristics of the populations. Illinois, like much of the nation, began to seek ways to create jobs, improve productivity, become more competitive in the international market, locate new markets, and incorporate new technologies and processes in business and industry. Quickly, it became apparent that in order to do these, attention had to focus on improving the workforce. New skills and accelerated technical knowledge to support the initiative would be needed. A system for maintaining worker competencies to keep pace with rapid change would also be essential.

The downturn of the economy had caused many private-sector training systems to be reduced or dismantled. Public programs, particularly education and job training, were called upon to provide needed retraining. Programs were developed to retrain workers, create jobs, curb unemployment, and help upgrade worker skills.

Inflation and the faltering economy had caused many Illinoisans to enter the labor force for the first time or after several years of not working. A large portion were women and individuals representing special or targeted groups who took low-skilled jobs. While the demand for workers was increasing and the supply decreasing, the demographic characteristics of the population had been changing. That segment which traditionally had been either unemployed or employed in low or unskilled jobs had grown in its proportionate share of the workforce. Illinois was faced with a large portion of workers who lacked the skills needed to compete in the labor market and an insufficient number of workers qualified to fill the need for skilled and highly trained workers.

A NETWORK OF SERVICES GROWS

The educational system, particularly vocational education and community colleges, began to offer programs and services to provide initial preparation, retraining, and upgrading of adult workers. Job training programs were revised to better focus on new needs. The State of Illinois augmented these efforts by providing state funds for additional services and emphasis (e.g., Prairie State 2000 and others). Adult education programs grew, providing leadership for adult literacy programs and improvement of academic skills needed by adults in the *new* work place.

The quick response of Illinois' public sector to make programs and services available is commendable. Even more commendable is that these programs which "sprang up" quickly have remained and are now being massaged and infused into the emerging education for employment system. When fully implemented, the EFE delivery systems will not only be responsive to labor market needs for preparation, but also provide a system for maintaining the workforce.

A major shortcoming of the EFE delivery system is its tie to a secondary academic system which historically has never championed services nor been charged with responsibility to provide for adult worker preparation, upgrading, or retraining. Programs on the cutting-edge to meet workforce needs have been locally initiated, hence the failure of a statewide initiative to emerge and move the thrust forward. No plan, specific for maintaining a competent workforce, exists at the state level. A mechanism which allows local activities exists, but a coordinated "direction" is absent.

The delivery systems are not yet perfected, but they are evolving. Coordination among the various sectors needs to be strengthened, and a clear definition of role responsibility for the various entities needs to be determined.

ICoVE SURVEY FINDINGS

ICoVE asked staff of the JTPA service delivery areas (SDAs), vocational education's secondary regional delivery systems (RDSs) and community colleges, and state agency personnel to rate how adequately and effectively Illinois has met the stated purpose in the Carl D. Perkins Vocational Education Act related to providing vocational education services to "train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in the state or employment market."

Respondents were asked to indicate their rating on a continuum with a 1 indicating "not very" adequately and effectively and a 5 indicating "very" adequately and effectively. The ratings of each group were averaged. The average rating of community college personnel and regional delivery system personnel was the same. JTPA rated the adequacy and effectiveness much lower. State agency personnel were more optimistic. Average ratings given by each group are shown below.

Question: How adequately and effectively has Illinois met the stated purpose of the Carl D. Perkins Vocational Education Act related to providing vocational education services to "train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in the state or employment market?

Community College Personnel	3.46
Regional Delivery System Personnel	3.46
Service Delivery Area Personnel (JTPA)	2.88
State Agency Personnel	4.00

Continuum: 5 = Very; 1 = Not very

State agency personnel are more satisfied with efforts in Illinois than are those at the grassroots level. The job training personnel are the least satisfied with Illinois' progress. The level of state agency personnel satisfaction may be one reason that leadership and direction from the state level has not occurred to the extent desired.

FEDERAL THRUSTS FOR ADULT WORKERS

The Perkins Act authorizes the use of federal funds to provide programs and services to adult workers. Adult workers may be provided training, retraining, or an updating of skills so they can enter employment, maintain employment, or advance in employment.

Authorized funds are available from Title IIA of the basic grant. The state is required to make "12% of these funds available for adults who are in need of training." Funds provided under Title IIB for program improvement may also serve adult workers. Funds from Title IIIC of the Act are designated entirely for "adult training, retraining, and employment development." Title IIIC funds have not been appropriated by Congress since the enactment of the legislation.

Information about the authorized use of the three sources of funding is provided by figure 1. The amount of money distributed from each source is also given.

Federal Resources for Programs and Services

Title IIA
$3,440,000
(required)

- Programs for training or retraining adults, including older individuals and displaced homemakers.
- Costs of serving adults in other vocational education programs including costs of instruction or extended use of facility.

Title IIB
Amount unknown
(allowable)

[Nearly all were distributed to community colleges. Funds provided new program development in plant instruction, promotion of adult participation, LEP services, etc.]

- Create or expand programs to train workers in skilled occupations needed to revitalize businesses and industries.
- Promote the entry of new businesses and industries.
- Improve and expand postsecondary and adult vocational education programs and related services for out-of-school youth and adults.
- Upgrade the skills of employed workers, workers who are unemployed or threatened with unemployment as a result of technological change or industrial dislocation, workers with limited-English proficiency, displaced homemakers, and single heads of households.

Title IIIC
$608,569
(not appropriated)

[Community colleges provide nearly all programs and services described by federal legislation for adults. This is done with the use of economic development grants, comprised mostly of state revenues. Programs and services are described later in this report.]

(cont'd)

- Expand and improve vocational education programs to meet urgent needs for training, retraining, and employment development of adults who have completed or left high school and are preparing to enter or have entered the labor market.
- Equip adults with competencies and skills required for productive employment.
- Ensure programs are relevant to labor market needs and are accessible to all segments of the population.
- Eligible participants include those described above, plus those who need to increase their employability, need training to retain their jobs, need to upgrade skills to qualify for higher or more dependable employment, are displaced homemakers or single heads of households entering or re-entering the labor force, workers 55 and older.
- Assist employers to retrain employees for new employment or retrain in new skills required by changes in technology, products, or processes.
- Provide apprenticeship, quick-start, and customized programs.

Figure 1: Allocation and allowable use of federal funds provided by the Perkins Act to provide special programs and services to adult workers with unique characteristics.

IDENTIFYING DEMANDS FOR NEW SKILLS

In the design of a new delivery system for vocational education in Illinois, efficiency, effectiveness, adequacy, and equity were but a few resulting benefits being sought. The process used to identify demands for new skills is described below. Summary descriptions of various statewide initiatives, which help to identify demands for new skills, are given. These initiatives are helping to reduce criticism that vocational education is ineffective because it does not prepare people with new skills to meet labor market demands. The EFE initiative is enhancing the awareness of needed and new skills.

LABOR MARKET INFORMATION (LMI)

The Illinois Occupational Information Coordinating Committee (IOICC) makes labor market information available in reports aligned with the secondary regional delivery systems and each community college district. Supply-demand data for each region is verified by input from commerce and industry in the region. As part of the process, the private sector advises the systems of emerging employment opportunities and skill needs which may not be reflected in the reports.

The IOICC is supported by the State Board of Education, the State Employment Service, the Department of Commerce and Community Affairs, the Department of Rehabilitation Services, the Illinois Job Training Coordinating Council, the Community College Board, the Board of Higher Education, and the Illinois Council on Vocational Education. IOICC provides statewide employment trends and supply-demand information in the various configurations needed by the cooperating agencies.

IN-SERVICE REGARDING LMI

The extent of LMI usage necessary (as required by the State Board's EFE policy and new regional delivery system) required considerable in-service education in order for the vocational education community to use it effectively.

The State Board, with the assistance of the IOICC, has conducted numerous workshops for regional and local administrators, teachers/instructors, and guidance personnel on the use of LMI. With program determinations, curriculum revisions, and other decisions placing emphasis on the labor market information, it is important that users know how to interpret and use the information properly.

TASK LIST VERIFICATION

The process of occupational task list verification with representatives from the private sector who are involved with the occupation provides an excellent

method of identifying new skills which are emerging in occupational areas or processes being used in industry. The process also helps to rid programs of outdated skills. Task list verification is required of all programs through the regional delivery system.

STATE CURRICULUM INITIATIVE

The State Board, in conjunction with the IOICC and input from the private sector, selects new or changing occupational areas for which curriculum has not been developed or is outdated. A statewide technical committee, comprised of individuals working in the occupation, assists the State Board in developing task lists. Two or three occupational areas are usually selected each year. (See Report 18.)

PRIVATE-SECTOR ADVISORS

The State Board requires advisory councils for regional delivery systems. Advisory councils can be helpful in identifying new program needs, as well as new skill needs.

EDUCATOR INTERNSHIPS

Newly passed state legislation provides funds for teachers/instructors to participate in private-sector internship programs to update their knowledge of skills in today's work place. The experience helps participants to identify new skills and new processes being used. Approximately 1000 participate annually.

EVALUATION SYSTEM

Although still under development, Illinois' new system of evaluation will assist regions in conducting self-evaluations. One indicator which is included in the responsiveness of programs to labor market needs. Other related indicators include employer and student satisfaction with the programs offered.

STATE PLAN

The State Board's State Plan for Vocational Education allocates funds to provide programs, services, and activities beneficial to employed and unemployed workers. The plan does not describe a direction or suggest expected results of the initiatives. It is permissive in nature, thus dependent upon local interests and involvements.

ADULT WORKER PROGRAMS AND SERVICES

The education for employment community has established programs and services that are specifically designed to serve adult workers and out-of-school youth. The programs are available through both the secondary and postsecondary systems, but are not highly visible throughout the state. Federal funds from the Perkins Act, as well as previous vocational education legislation, have provided support for developing programs in high schools, community colleges, area vocational centers, and technical institutions.

In addition, federal funds provided to the State Board have been particularly helpful in designing special services to meet the unique needs of adults, as well as support services for adults.

In Illinois, over 1,300,000 adults have less than a high school diploma. The Illinois labor force has over 1,200,000 adults who have not graduated from high school. Of these, 36% (434,000) or one out of three have less than an eighth grade education. The challenge to vocational education in helping to bring the competencies of the workforce in line with the work place needs is clear.

ADULTS BEING SERVED BY THE SECONDARY VOCATIONAL EDUCATION SYSTEM

Delivery of Programs

Enrollment. In fiscal year 1987, the secondary vocational education system in Illinois served 30,177 adults in vocational education programs in three settings. (See Table 1.)

TABLE 1

ADULT ENROLLMENT, BY TYPE OF INSTITUTION

17,460	High schools
4,290	Area vocational centers
8,427	Non-postsecondary state agencies (Mental Health, DORS)
30,177	Total

Programs available for adult participation included both the regular vocational education programs and programs designed to meet specific needs of adults or out-of-school youth. Funds from the Perkins Act to assist with program improvement and the needs of special populations support the adult programs.

Beginning in fiscal year 1989, adult programs will be available through the 61 secondary regional delivery systems instead of individual high schools, area

centers, and state agencies. The regional system will have responsibility for planning, developing, and delivering programs and services of the participating local schools.

Instructional Level. Vocational education programs for adults like those for secondary and postsecondary students are of two types:

Training Level • 5,945 adults enrolled, representing 19% of the adult enrollment	Programs designed to provide the skill development necessary for employment. Usually a sequence of courses.
Upgrading, Retraining • 24,232 adults enrolled, representing 81% of the adult enrollment	Courses provide upgrading of the skills of current workers. Retraining, particularly in related fields may also be provided by courses.

Most of the adults served by the secondary programs are participating to upgrade their skills or retrain in a related field.

Professional Staff. Because over 80% of the adults participating in vocational education are doing so by enrolling in courses, about half of the professional staff providing adult courses are part-time. Many are from the private sector and have the needed expertise in new skills and processes. Instructors and administrators for adult programs comprise about 8% of the total number of vocational education professional staff at the local level.

• 829	Full-time teachers and administrators of vocational education programs for adults.
• 803	Part-time teachers and administrators of vocational education programs for adults.
1,632	Total teachers and administrators.

Participant Characteristics

Gender. Males participate in vocational education for adults in greater numbers than do females, particularly training-level programs. The participation rates are nearly equal in secondary and postsecondary programs.

TABLE 2

ADULT ENROLLMENT, BY LEVEL OF INSTRUCTION

	Training Level	Upgrading, Retraining Level	Total
Males	4,045 • 68%	12,400 • 53%	16,445 • 56%
Females	1,900 • 32%	11,832 • 47%	13,732 • 44%

Racial Characteristics. The percentage of minority populations participating in adult vocational education programs is only slightly greater than the minority composition of the Illinois population. (See Table 3.)

TABLE 3

ADULT RACIAL CHARACTERISTICS

	Vocational Education	Total Population
Hispanic	5.40%	6.6%
Black	18.98%	15.0%
White	74.60%	76.2%
Pacific Islands, Asian Americans	.91%	-
Native Americans	.11%	-
Others	-	2.2%
(Total Minority)	(25.4%)	(23.8%)

Adults with Special Needs. During FY 88, there were 11,161 adults enrolled in vocational education who were identified as being either disadvantaged or handicapped, or were limited-English-proficient (LEP). Some were able to participate without special services or support; others needed some support services; and for others, separate programs were offered. (See Table 4.)

More than one out of every three adult enrollees (35.9%) in vocational education had a special need. Ninety percent of the students received special support or separate programs to succeed.

TABLE 4

SERVICES TO D, H, AND LEP ADULTS

	Handicapped	Disadvantaged	LEP	Total
Mainstream, no support	918	0	150	1,068
Mainstream with support	561	0	3,224	3,785
Separate program	5,659	436	213	6,308
Total	7,138	436	3,587	11,161

Program Participation

Occupational Choices. Adults enroll in a variety of vocational education programs to acquire skills needed for employment, to be retrained, or to upgrade their existing skills. The two occupational areas attracting the most adult students are the construction trades and allied health field. A large

number also participate in programs which provide skills for employment in precision production, mechanics and repair, and business/office occupations. To a lesser extent, engineering technology and home economics occupations (such as child care and food service) attract adults. The remainder of adult participation includes such fields as agriculture, communications, business and management, transportation, consumer, and personal services.

Funds. Nearly $20,000,000 of local, state, and federal funds are used to support these occupational programs for adults each year. This is an average per enrollee expenditure of $642.61.

In addition to regular programs, the State Board used funds from the Perkins Act to develop programs and courses in which adults had particular needs. Courses to help adults learn new technologies and industrial processes were in particular demand. When possible, instruction was designed for in-plant use.

Apprenticeship. Secondary vocational education served 4,012 adults through apprenticeship programs. Secondary area vocational centers and high schools provide related instruction. In addition, high schools and area vocational centers provide pre-apprenticeship training. Apprenticeship programs are in cooperation with the U.S. Bureau of Apprenticeship Training.

Concern for apprenticeship programs is growing because of the inability of participants to pass aptitude tests or be successful in the instructional portion, particularly math and communication.

At a public hearing, members of the private sector voiced their concern to ICoVE regarding the future of apprenticeship:

> *"I am appalled at the increasing failure rate of students entering the Carpentership Training Program. In eight years, the failure rate. . .taking a general aptitude test has increased from 12% to 15%."*
>
> *"Industry must bear much blame for the deterioration of the workforce. Major industries have virtually abandoned apprenticeship training programs, leaving small business to do the job, often with fewer resources."*
>
> *"The Tool and Manufacturing Association holds Counselor Awareness Days during which counselors are made aware that kids need math and communication skills to succeed in their apprenticeship programs. . .kids can attain $35,000 in earning power after completing an apprenticeship program."*

The State Board, in cooperation with the State Director of Apprenticeship, has initiated efforts which use regional delivery systems to improve the school-to-work pre-apprenticeship programs.

A project conducted at a community college, using funds from the Perkins Act focused attention on apprenticeship participants who were having problems succeeding. Academic, as well as personal, problems were identified as

creating barriers to success. The project developed a model program which provided needed math and reading skills. The model also placed emphasis on study skills and attitudinal skills. Participants in the model program had a 78% success rate in their first year of apprenticeship.

A State Coordinating Steering Committee has been established to advise the State Board and the Bureau of Apprenticeship regarding ways to expand apprenticeship as a method of training. Future plans include identifying model programs (using program improvement funds) to help people qualify for admission to apprenticeship. ICoVE has membership on the committee.

Entrepreneurship. Federal funds available from the Perkins Act have been used to develop entrepreneurial concepts which can be integrated into existing vocational education programs. The materials are particularly useful in adult programs and courses, but are also used in secondary and postsecondary programs.

HITS Programs. (Quick Start) The High Impact Training Services (HITS) program has been used in Illinois since 1978. It is state funded. HITS is a quick-start program designed to provide needed job-specific training to new and expanding commerce and industry. The State Board coordinates the HITS program with programs offered through four other agencies. Varying combinations of programs provide the specific comprehensive services needed.

Most of the HITS programs are actually delivered through community colleges (described in the next section of this report). Two secondary systems served seven local businesses and provided training to 49 workers. One university provided training to 175 employees of one company.

During FY 87, 224 HITS projects were funded. In FY 88, there were 111 funded. The number of educational agencies delivering the program declined from 41 to 27. The number of individuals served decreased from 8,774 to 4,366. The program is a "first come, first served" program. State funds for this popular program can never fulfill all the requests. In FY 87, $1,353,200 were provided. In FY 88, appropriations were decreased and $1,264,800 were used.

Special Programs. Each year special programs and services and special projects are funded to assist adults who have special needs which are barriers to entering employment. Many are in need of services to help them enter training. Federal funds (Perkins Act) provide for these services. These initiatives are described extensively in ICoVE's Report 5, Access of Targeted Populations to Quality Vocational Education. The summary of highlights following indicates the approximate number of adults benefiting each year.

1,600	Displaced homemaker programs and services
1,800	Adult single-parent programs and services
25,000	CHEP (Consumer and Homemaker Education Program)
2,380	Locally initiated programs for single parents and homemakers

ADULTS BEING SERVED BY THE COMMUNITY COLLEGE SYSTEM

Vocational education enrollments in community colleges are designated as "postsecondary" enrollments. The Perkins Act gave emphasis to serving adults. Adults, as described in the legislation, are individuals who had "entered employment, were preparing to enter employment, needed training to retain employment or advance in their employment, needed skills upgraded to meet the needs of their employers, or were in employment which was being threatened by relocation or technical advances." Although the enrollments are designated as postsecondary, many of the enrollees have characteristics which fit the federal definition intended for the adult population.

In order to present a clear picture of adult participation in vocational or occupational education in Illinois, the programs and services provided by community colleges must be presented. The Illinois Community College board has done a commendable job of orchestrating federal funds from the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA) with special state grants available from the Illinois General Assembly and other state agencies to provide services and programs to help people seek and maintain successful employment. Most who participate are adults who meet the criteria stated above. The following facts illustrate:

- 280,000 community college students are enrolled in vocational education (referred to as occupational education).
- The average age of all community college students is 30.7 years (compared to an average age of 22.6 years in public universities).
- Three out of every four (75%) community college students are over age 20.
- Four out of every ten (40%) community college students are over age 30.

Based on the above, an estimated 200,000 of the community college students enrolled in occupational education are adults. The community colleges are, without a doubt, Illinois' largest provider of programs and services to adults who are seeking employment, retraining, or upgrading of their skills (target concepts of the Perkins Act). Therefore, ICoVE determined that a report about programs and services for adults, must include the activities of community colleges.

Vocational Education and the Community Colleges

Federal funds for vocational education flow to the Illinois State Board of Education for the conduct of vocational education in the state. Funds for vocational education are allocated to community colleges.

The term "occupational education" is used for programs in community colleges designed to prepare individuals for employment. Community colleges represent a significant component of the Education for Employment delivery system. Secondary regional systems and community college districts work cooperatively to plan, organize, and deliver programs. Articulation agreements developed between the two systems call for four key elements:

- Programmatic alignment and continuity in a given occupational area between secondary and postsecondary institutions;
- Transition of the student without unnecessary delay or duplication of effort from one institution to another in these occupational areas by both secondary and postsecondary institutions;
- Cooperation in joint use, where possible, of facilities, equipment, and staff; and
- Cooperative efforts of continuous planning, evaluation, and improvement of programs to serve both youth and adults, as well as the area's economic needs.

The articulation agreement benefits students at the secondary, postsecondary, and adult levels. It establishes an efficient system to assess needs of individuals, as well as labor market needs in the geographic area. Cooperative planning of programs and the sharing of resources to deliver those programs can enhance both quality and effectiveness.

Apprenticeship. Community colleges provide programs of related instruction for apprenticeship programs. Apprenticeship programs provide employed apprentices in skilled trades with related instruction which supplements the on-the-job training experience. About 4,600 apprentices receive instruction at community colleges each year.

HITS Program. (Quick Start) Twenty-four community colleges provided HITS programs during FY 88. Funds are provided by the Illinois General Assembly to ISBE for the administration of HITS. These community colleges served 103 local businesses and industries by providing training to their employees. The initiatives resulted in new business and industry, as well as expansion of business and industry already in the area. Community colleges provided needed skills to 4,142 employees in these firms. HITS programs are designed to be employer-specific.

Entrepreneurship. Community college curriculum offers a large number of individual courses that assist the entrepreneur. In addition, efforts to infuse entrepreneurial concepts into courses has been particularly well-received by the institutions. Several community colleges offer the small business certificate program and the small business degree programs.

Business Center/Economic Development Activities

Historical Highlights. In ICCB's Annual Report "Illinois Community Colleges Mean Business," the executive director provides a brief history of the development of the economic development grant: "In 1982, Governor James Thompson called upon the Illinois community college system to help lead the state into a new era of productivity, competitiveness, and prosperity as an economic development partner. Within a year, the cornerstone of this partnership was in place. . . .with a mission not only to train people for jobs, but also to create and retain jobs, these business centers provide a comprehensive, market-driven range of business development services."

All 39 community college districts participate in economic development grants. All have established "business centers/economic development

offices." The community college system has a vital system in place. It serves many adult workers in Illinois by creating and retaining jobs. The nearly $3,000,000 available for grants is currently being supplemented with over $23,000,000 from other training sources, state grants, other community college funds, and donations. The centers have grown to a capacity which assists approximately 5,700 businesses, creates nearly 12,000 jobs annually, and retains almost 27,000 more.

Small Business Incubators. Community colleges provide nurturing to new small businesses, including special facilities, employee training, and management assistance. Activities included:

- 12 community college districts participated (30.8%)
  - 10 helped with feasibility, planning, and implementing
  - 7 provided services to an existing incubator
  - 2 operated an incubator on campus
- 34 companies retained
- 77 companies, start-up or expansion
- 154 jobs retained
- 457 jobs created

Employment, Training, and Job Search Services for Unemployed or Underemployed Persons. Community colleges provide job search service to individuals seeking employment. Involvement with JTPA results in additional training services for JTPA clients who need skills for employment. Services provided by the business centers during FY 88 included:

- 21 community college districts participated (53.8%)
- 317 workshops, job search and employment seeking
- 4,159 workshop participants
- 119 courses regarding job search
- 1,471 course participants
- 6,288 persons received counseling and placement assistance
- 5 SDAs administered for JTPA (of 26 total)
- 14 dislocated worker centers operated for JTPA (of 19 total)
- 81 companies retained
- 2,348 jobs created
- 19,025 jobs retained

Entrepreneurship Training for Business Owners and Operators. Workshops and seminars are provided to business owners and operators. Consulting services are also available. Instruction through regular occupational programs is also available in entrepreneuship. Many of these are made available in "after work" hours to accommodate participants. Successful 1988 activities provided:

- 37 community college districts participated (94.9%)
- 1,819 entrepreneur participants in workshops and seminars
- 27,291 participated in workshops and seminars
- 249 start-up or expansion assistance
- 299 companies retained
- 716 jobs created
- 693 jobs retained

Contract Procurement Assistance. In cooperation with the Department of Commerce and Community Affairs (DCCA), community colleges help Illinois businesses secure government contracts (both state and federal). During fiscal year 1988:

- 23 community college districts participated (59%)
- 2,566 firms given services such as workshops, bidder list applications, bid preparation, and counseling
- $35,599,616 in contracts were obtained
- 37 companies, start-up or expansion
- 114 company retentions
- 700 jobs created and retained

Industrial Attraction, Retention, and Expansion. Community colleges collaborate with state and local governments and local businesses to assist individual firms to secure the skilled workers needed. Services are customized to meet initial skill development or upgrading of skills. Successful initiatives included:

- 35 community college districts participated (89.7%)
- 113 companies assisted with start-up or expansion
- 140 companies retained
- 5,625 jobs created
- 4,679 jobs retained

Customized Job Training. Programs are designed to provide job training specific to the needs of the employer. Much of the training is in-plant. Instructors are selected to provide expertise needed by the firm. Customized training may train new employees or upgrade current employees. The community college business center can help businesses find training funds from various sources. Results of this activity in FY 88 include:

- 37 community college districts participated (94.9%)
- 2,164 courses, customized
- 1,468 companies served
- 28,576 employees participated
- 65 companies assisted with start-up or expansion

Supplementing Programs. State programs funded through the Illinois Community College Board often augment the efforts of the Business Center/Economic Development Grants. Funds from state initiatives funded by the Illinois General Assembly are also part of the overall system for providing services. In addition, donations from local government and the private sector are used. (See Table 5.)

IN SUMMARY, the Community College Business Center/Economic Development Grant Program assistance was given to nearly 39,000 adults by helping to create or retain employment. This was at an average cost of $666.67 per job. Nearly 5,700 companies were assisted at an average cost of $4,561.40 per business.

TABLE 5

SUPPLEMENTAL FUNDS BUDGETED FOR BUSINESS CENTER/ECONOMIC DEVELOPMENT ACTIVITIES

Funding Source	Number of Districts	% District Participation	Funds Received	Average Per District
Gross revenues, from training and services	33	84.6%	$5,071,891	$103,049
Community college budget/ education fund	21	45.6%	2,189,765	56,148
Private-sector donation	13	33.3%	257,175	6,594
Local government donation	2	5.1%	16,500	423
Private foundation grants	4	10.3%	198,500	5,090
Small Business Development Center funds	29	74.4%	872,700	22,377
Job Training Partnership Act funds	28	71.8%	10,721,972	274,922
High Impact Training Services (HITS) Grant	19	48.7%	1,434,735	36,788
Industrial Training Program (ITP) Grant	2	5.1%	551,141	14,132
Prairie State Authority	15	38.5%	497,495	12,756
Project Chance	3	7.7%	380,410	9,754
Corridors of Opportunity	6	15.4%	238,730	6,121
Other	17	43.6%	1,306,287	33,495
TOTAL/AVERAGE			$23,737,301	$608,649

Source: Illinois Community College Board

ADULTS BEING SERVED BY OTHER PROGRAMS

Vocational education, along with other programs providing education and training to adults in Illinois, are only highlighted below. Most of these programs are described in considerably more detail in other ICoVE Reports (e.g., Reports 5 and 16, Access of Targeted Populations and Adequacy and Effectiveness of JTPA).

- 5,316 inmates in adult correctional facilities participate in vocational education programs each year.
- 1,800 adult single parents receive services from vocational education to help them prepare for employment.
- 2,283 single parents and homemakers participate in locally initiated vocational education programs and services to meet their needs.
- 26,000 homemakers from economically depressed areas are served by the Consumer and Homemaker Education Program (CHEP) each year.
- 112,000 adults participate in federally funded educational programs for adults.
- 10,000 adults receive adult literacy training in Illinois annually.
- 60,000 adults participate in job training programs provided by the JTPA.

CONCLUSIONS

IDENTIFYING NEW SKILLS

- The Education for Employment community has several initiatives in place which provide strategies for identifying new skills for which there is a demand in the state or in the labor market. Such commendable efforts include:

  - Labor market information is provided by the IOICC. The private sector assists to verify unique area needs. In-service in appropriate use of LMI has been provided.
  - Curriculum revision emphasizes private-sector involvement to identify skills and processes used in today's jobs.
  - Internships for vocational educators in a private-sector setting make teachers aware of new skills and processes being used.
  - Evaluation of programs, when fully implemented, will include program responsiveness to labor market needs.

- The State Board does not have an effective method of *monitoring* the implementation of new skills directly. Program revisions may be abundant, but if the teacher/instructor does not incorporate changes into classroom instruction, no change actually occurs.

- No initiatives are in place to publicize specific labor market needs and skill shortages or to assist the various delivery systems to publicize these needs and worker shortages. Incentives for starting new programs or incorporating new skills are lacking.

- Advisory councils have not been charged with specific responsibility for identifying and promoting needed programs to offset worker shortages and/or skill shortages in the area.

EFFECTIVE PLANNING AND COORDINATION

- EFE has a system which affords educational institutions the opportunity to coordinate program offerings with other providers in the area. Articulation agreements between secondary regional delivery systems and community college districts cause these two systems to review identified needs and available resources cooperatively.

- Coordination with the JTPA's SDAs also occurs and will be strengthened as coordination agreements are implemented.

- The adult education service delivery systems are to be coordinated with the EFE system.

- The quality of coordination among delivery systems serving adults varies throughout the state. Examples of both excellent coordination and poor coordination exist.

- Thirteen different state agencies provide services to the adult population and/or workers in Illinois. The quality of coordination among these agencies is questionable.

- In some cases, emphasis on adult worker programs and services is minimal. Elements may exist which would be positive contributors, but the focus has been on other levels of instruction or targeted groups.

- The secondary role in providing assistance to adult workers in need of training, retraining, and upgrading appears unclear.

- Enrollment in adult programs is declining. Definitive data concerning adult enrollments to ascertain the purpose of their enrollment is not available.

- Results of programs for adults are not available. Information to determine program quality and effect is needed.

PROGRAM AVAILABILITY

- Illinois has many established programs and services to support the unique needs of adults. Examples include:

  - Entrepreneurship
  - Apprenticeship
  - Single parent, homemaker programs
  - Literacy programs
  - Dislocated workers
  - Employment training through JTPA
  - HITS (High Impact Training Services)
  - Basic education programs
  - Regular vocational education programs and courses
  - Business centers/economic development grants
  - Older worker programs
  - Corrections education

- Many adult workers, like their employers, are not aware of the programs and services available to them. Programs are not accessible to people who are unaware of their existence.

- The secondary delivery system relies heavily on area vocational centers to provide adult services. The community college, JTPA, and adult education systems are more pro-active in identifying adult workers who may need their services.

- There is no State Board-level leadership which encourages adult workers to go to the educational system for training, retraining, or upgrading of their skills.

- The State of Illinois has supplemented the federal initiative for training, retraining, and upgrading of adult workers skills with several exemplary initiatives:

- HITS,
- Business centers/economic development grants, and
- Entrepreneurship services.

- No information gathering system exists to suggest programs and services which adult workers themselves might wish to have available. Programs are generally initiated between the institution and the employing company. Community colleges often conduct local surveys.

- Organized labor is seldom approached by the educational community for input into worker needs.

QUALITY OF INSTRUCTION AND TRAINING

- Teachers/instructors are provided in-service education about new job skills and processes, how to interpret labor market information, and how to update curriculum materials. Little evidence exists to indicate they receive in-depth in-service education about how to teach adult learners.

- Adult vocational education programs delivered at all types of institutions rely heavily on part-time instructors, particularly instructors from the private sector with specific expertise to provide instruction. The evaluation process should incorporate the adult courses as a part of its process. (Community colleges have reviewed the programs as part of their evaluation since 1965.)

- The EFE process for funding program improvement initiatives incorporates adult programs, as well as secondary and postsecondary programs.

- Special services needed for support services are provided with funds to assist individuals with special needs in adult programs, as well as other program levels. Information regarding the impact of these services is not available.

PRIVATE-SECTOR INVOLVEMENT

- Involvement of the private sector in the design and identification of programs for adult workers is primarily based on employer needs.

- Employees, as well as employers, participate in the process of identifying tasks performed on the job (for use in curriculum revision).

- The private sector's continuing participation in exemplary programs is evidence of employer satisfaction with the adult vocational education effort.

- Initial employment of adult participants of some programs is the only follow-up information available.

RECOMMENDATIONS AND SUGGESTED ACTIONS

RECOMMENDATIONS

The Illinois Council on Vocational Education recommends the following to improve programs and services for the employed and unemployed workers in Illinois.

- Develop a plan which denotes vocational education's mission, role, and responsibility for training, retraining and upgrading employed and unemployed workers with marketable skills, including a follow-up system to identify the results in terms of getting jobs, job retention, job advancement, and wages.

SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following actions to improve the quality and accessibility of education for employment programs designed to train, retrain, and upgrade adult workers.

Illinois State Board of Education

- Define, in conjunction with other delivering agencies, the role and expectations of the various delivery systems in providing vocational education for adults.
- Provide significant incentives for expanding adult worker programs based on labor market information.
- Continue to support labor market information reporting initiatives of the IOICC.
- Encourage improvement of adult assessment.
- Continue efforts to strengthen the apprenticeship program.
- Develop a plan for serving the adult workers in Illinois.
- Develop a system for determing the impact of vocational education on adult workers.

Illinois Community College Board

- Continue to promote the Business Center/Economic Development Grants program.
- Use available assessment services more extensively to assess individual adult needs.
- Conduct follow-up studies to determine the impact of training programs on the adults.
- Increase involvement with labor in designing programs for workers.

Secondary Regional Delivery Systems

- Promote programs and services for adult workers.
- Develop assessment programs to help adults identify education and training needs.
- Require coordination with community colleges, JTPA, and adult education in planning services to meet adult needs.
- Follow-up adult participants to identify program benefits and areas needing improvement.

Community College Districts

- Publicize available programs and services for adult workers and employers which are available.
- Coordinate community college initiatives with other providers of training, retraining, and updating programs.
- Conduct follow-up studies of adult workers served by community colleges to identify benefits and areas needing improvement.

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